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July 30, 2002

Mr. Neil G. Price  
Contracting Officer  
Regional Center for Southern Africa  
United States Agency for International Development  
Plot No. 14818 Lebatlande Road  
Gaborone West, Extension 6  
Gaborone, Botswana 2170


RE: Contract No. LAG-I-00-99-00036-00, Task Order No. 805  
UI Project 06967-006, Pilot Program on Developing Local Governance in Zimbabwe  
*Quarterly Task Order Progress and Cost Report, April to June 2002*

Dear Mr. Price:

Please find enclosed the *Quarterly Task Order Progress and Cost Report, April to June 2002*, Pilot Program on Developing Local Governance in Zimbabwe as required under Section F.12 of the above referenced contract.

Please direct any technical questions to Dr. Ramson M. Mbetu, CoP, UI/Zimbabwe 263-4-791-574 or E-mail at [Mweb.co.zw](mailto:Mweb.co.zw). Questions of a contractual nature should be addressed to me at 202-261-5396.

Sincerely,



Maria C. Andrade-Stern

Enclosures

cc: Mr. Eliah Tafangombe (CTO, USAID/Zimbabwe)  
Mr. Dale Gredler (CTO, USAID/Washington)  
Dr. Ramson M. Mbetu (CoP UI/Zimbabwe)  
USAID Development Clearinghouse  
IAC Chron File  
IAC Deliverables File (06967-006)

**QUARTERLY TASK ORDER  
PROGRESS AND COST  
REPORT**

**APRIL TO JUNE 2002**

**PILOT PROGRAM ON  
DEVELOPING LOCAL  
GOVERNANCE IN ZIMBABWE**

Prepared for



Pilot Program on Developing Local Governance in Zimbabwe  
United States Agency for International Development  
Contract No. LAG-I-00-99-00036-00, Task Order No. 805

Prepared by

Rebecca Lawrence  
*The Urban Institute*



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June 2002  
UI Project 06967-006

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## **QUARTERLY TASK ORDER PROGRESS AND COST REPORT**

**APRIL TO JULY 2002**

### **PILOT PROGRAM ON DEVELOPING LOCAL GOVERNANCE IN ZIMBABWE**

**Task Order No.:** LAG-I-00-99-00036-00, TO No. 805

**Date of Issuance:** June 5, 2001

**Amount Obligated Under Task Order:** \$ 489,966

**Total Potential Task Order Amount:** \$ 489,966

**Dollars Expended To-date:** \$ 210,784

#### **Task Order Description**

This Task Order initiates a pilot program to assist at least four local authorities (at least three urban councils and one rural district council) in Zimbabwe to implement mechanisms for improving local governance. The program will provide small grants to local civil society organizations (CSOs), Technical Assistance (TA) to local authorities in more accountable financial management practices, train local authorities and CSOs in participatory local governance, and develop restructuring action plans for local government operations, particularly to improve own-source revenue generation and restructure council debt.

#### **Work Performed During the Previous Quarter**

The pilot program continued activity with five local authorities this quarter:

- Masvingo Municipality
- Kariba Municipality
- Gwanda Municipality
- Gweru Municipality
- Chipinge Rural District Council (RDC)

This quarter, the Pilot Program's goal of supporting the development of a "shared vision" of stakeholders, civil society organizations, and local government for local governance was achieved (see Appendix 1). During this period, our focus on creating linkages between CSOs and local governments and supporting platforms for CSO participation in local governance continued. Information gathering and analysis of the pilot local authorities' budgeting and financial systems and data were completed.

During a lengthy lull in activity provoked by the flawed March 2002 Presidential elections, the Team focused on the preparation of training materials and modules in participatory local governance and more transparent budget planning. The Team anticipated increasing the pace of activities after the elections, but in some cases the pilot Local Authorities continued to put PPLG activities on hold before resuming work in May and June. For example, as noted in the key findings of our last quarterly report, senior political officials in some local authorities continued to convey their perceptions of the threat posed to them by civil society organizations and to halt the progress of the local governance program by suspending activities during and after the elections. In the city of Gweru, city officials requested that activities related to the local governance program be set aside until the completion of the interim evaluation of the program and confirmation from the Ministry on the way forward.

#### **KARIBA**

Local officials in Kariba did not resume PPLG activities for an extended period following the election. In May, the Mayor of Kariba and all members of the council were suspended by the central government. A centrally appointed commission will replace them. The PPLG will continue activity with CSOs and council officials in Kariba following a USAID meeting with the new commission in June.

#### **MUTOKO**

An Action Committee meeting was held in Mutoko in early April to begin follow-up work on the broad meeting and to set up activity plans and training schedules. However, in consideration of a high degree of violence in the election period in Mutoko, USAID came to the decision to remove Mutoko from the PPLG. No direct technical assistance, training, or grant support will be offered to Mutoko's local officials or local civil society organizations. However, representatives of the rural district council and local civil society organizations could attend future PPLG local governance workshops and roundtables. USAID has informed the Director of Local Government Promotion at the Ministry of Public Works, Local Government and National Housing of the decision and the Ministry will directly notify Mutoko.

#### **CHIPINGE**

The broad meeting of local officials and stakeholders was held in Chipinge on April 11 and 12 at the Chimanimani Hotel. This was a highly successful meeting with stakeholders and CSOs participating in a useful dialogue with local officials. An action committee was established and it has now held several follow-up meetings in May and June, laying the groundwork for the development of a restructuring action plan (RAP).

#### **GWANDA**

Local officials in Gwanda held a successful two-day consultative workshop with the PPLG on June 23 and 24 at the Gwanda Hotel. This was the latest of the PPLG "broad meetings" to bring local officials, councilors, CSOs, and other stakeholders together to discuss the development of more participatory local governance and budgetary planning. The consultative workshop was well-attended by city staff and the CSO sector was represented by a women's business group, an NGO monitoring politically-motivated



violence, and a residents' association. The Town Clerk gave a detailed presentation on the structure and operations of the Municipality, council, and committees, as well as defining local government and governance issues. Councilor Ndlovu delivered a presentation on policy formulation in Gwanda, and the Municipal Treasurer spoke about the local authority's relationship with stakeholders, particularly in relation to participatory planning in the budget cycle conducted in several public meetings each year. The Town Engineer led a group discussion on a service delivery handbook, an important new resource for stakeholders at all levels, which was drafted by the council staff. UI Team members spoke to the group about the relationship between central and local government structures, as well as international experience in participatory budget processes and mechanisms to support more effective collective engagement.

## **CSO GRANTS**

An advertisement announcing the grants competition has been prepared. This advertisement will appear in national and regional newspapers and distributed to CSOs the team interviewed and evaluated in the previous stages of the program. The Team met with USAID in early May to discuss the request for applications, and presented an updated action plan and schedule for the grant making process. CSO Grants Administrator Israel Ndlovu participated in a USAID performance monitoring workshop held June 3 to 7, and it is expected that performance measures will be fully integrated into all stages of the support UI will be giving to CSOs. Rebecca Lawrence, Grants Manager from UI/Washington, traveled to Zimbabwe in June to work closely with Mr. Ndlovu to establish the documentation for the grants competition and make amendments to the RFA, advertisements, and notifications. Changes will be necessary in light of the current political context, and to take into account the input received in broad meetings, such as in Gwanda, regarding the PPLG's support for local CSOs. It is important that the team integrate local authorities into the decision making process regarding the grants where possible in order to reduce suspicion of the PPLG's activities and to build linkages between the CSOs and LAs. It will also be critical to demonstrate tangible support and technical assistance to local authorities as UI discusses the CSOs grants process with local officials so as to not appear to favor civil society over local government.

## **PROMUN**

The Urban Institute's first meetings with local authorities revealed that a significant problem for their financial management staff was a poor management information system in all the pilots. PROMUN and other accounting packages are not in full working order or have been abandoned. These problems have limited the timeliness of producing reports to councils and stakeholders. UI consultant Burgert Gildenhuys began an in-depth evaluation of the PROMUN system, the financial management system installed in many local urban and rural governments in South Africa and Zimbabwe. The pilot local authorities in Zimbabwe have noted several major difficulties in utilizing the system effectively, such as a lack of responsiveness from a help desk designed to support them in the implementation of all 13 PROMUN modules. The PPLG team plans to provide some technical assistance to local officials, particularly to treasurers and their staffs, since a proper financial system is so fundamental to the more transparent planning and management we wish to support. The PROMUN system is an accounting system, but it is also the local authorities' technical mechanism for drafting and managing budgets. Mr. Gildenhuys is looking in to potential problems in: communication; management of the agreement between the suppliers and the local authorities for hardware, software, training, and helpdesk assistance; the



system's capabilities; the capacities of the supplier to provide support services; the local governments' capacities to maintain and utilize the system effectively; and difficulties to meet financial commitments in service agreements or other aspects of the system.

## **COORDINATION WITH INTERNATIONAL PARTNERS**

Urban Institute community development specialist Mona Munyikwa participated in the Gwanda Municipality's workshop on the Strategic Plan under development out with the Municipal Development Program (MDP) in April. UI's local governance programs in Gwanda have been modified to preclude duplication and build on Gwanda's work with the MDP. In June, Rebecca Lawrence met with SNV to coordinate activities in local governance.

### **Up-To-Date Schedule of Work**

George Peterson and Burgert Gildenhuys will travel to Zimbabwe in the first week of July to follow up on earlier data collection efforts, outline the RAPs and resume technical assistance in municipal finance to local authorities' treasurers and other municipal administration. With Israel Ndlovu, the team will look into remedial measures and possible UI support in the PROMUN municipal financial management system.

In the first week of July, the Urban Institute Team will meet with the Executive Mayor, Town Clerk, and Department Heads of Gweru to confirm next steps in the PPLG Workplan.

By mid-July, all local authorities will have been revisited by both financial and citizen participation/local government specialists from the PPLG, and the CSO grants will have been introduced to all local authorities and stakeholders. Advertisements of the RFA for the grants will appear in national newspapers in mid-July, and the RFA will also be released at this time (the two-stage process has been reduced to one stage in order to award grants more quickly). Training of CSOs will also be taking place during the period in anticipation of their applications and general knowledge of LA operations and their own functioning in line with RAP preparation.

Meetings of the working group on municipal finance and the partner's roundtable on local governance will be planned in the next quarter. In July, George Peterson will meet with the World Bank and Municipal Development Program to coordinate future activities.

### **Key Personnel**

Dr. Ramson M. Mbetu, UI/Harare, [rammbetu@mweb.co.zw](mailto:rammbetu@mweb.co.zw), 011-263-4-791574 and Ms. Rebecca Lawrence, UI/Washington, DC, 202 261 5764, [rlawrenc@ui.urban.org](mailto:rlawrenc@ui.urban.org).

# APPENDIX 1: LOCAL GOVERNANCE VISIONING FRAMEWORK

